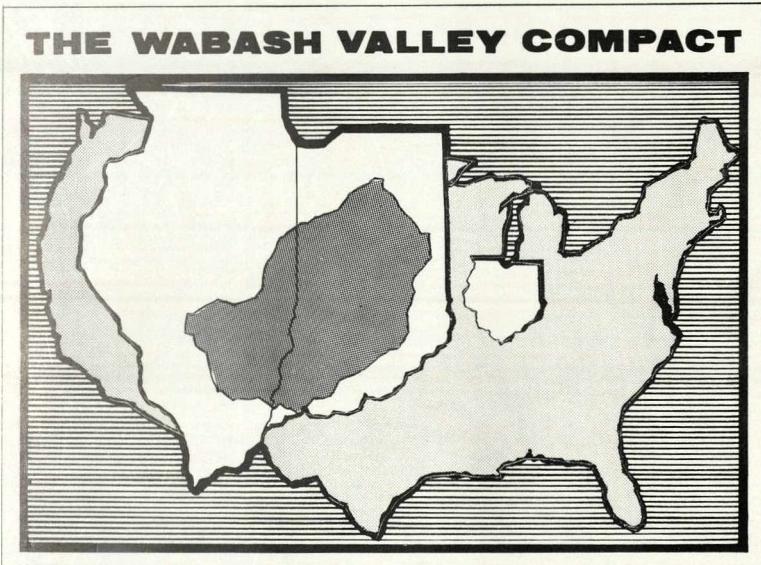


Wabash Valley - 10/65

# REGIONAL PLANNING

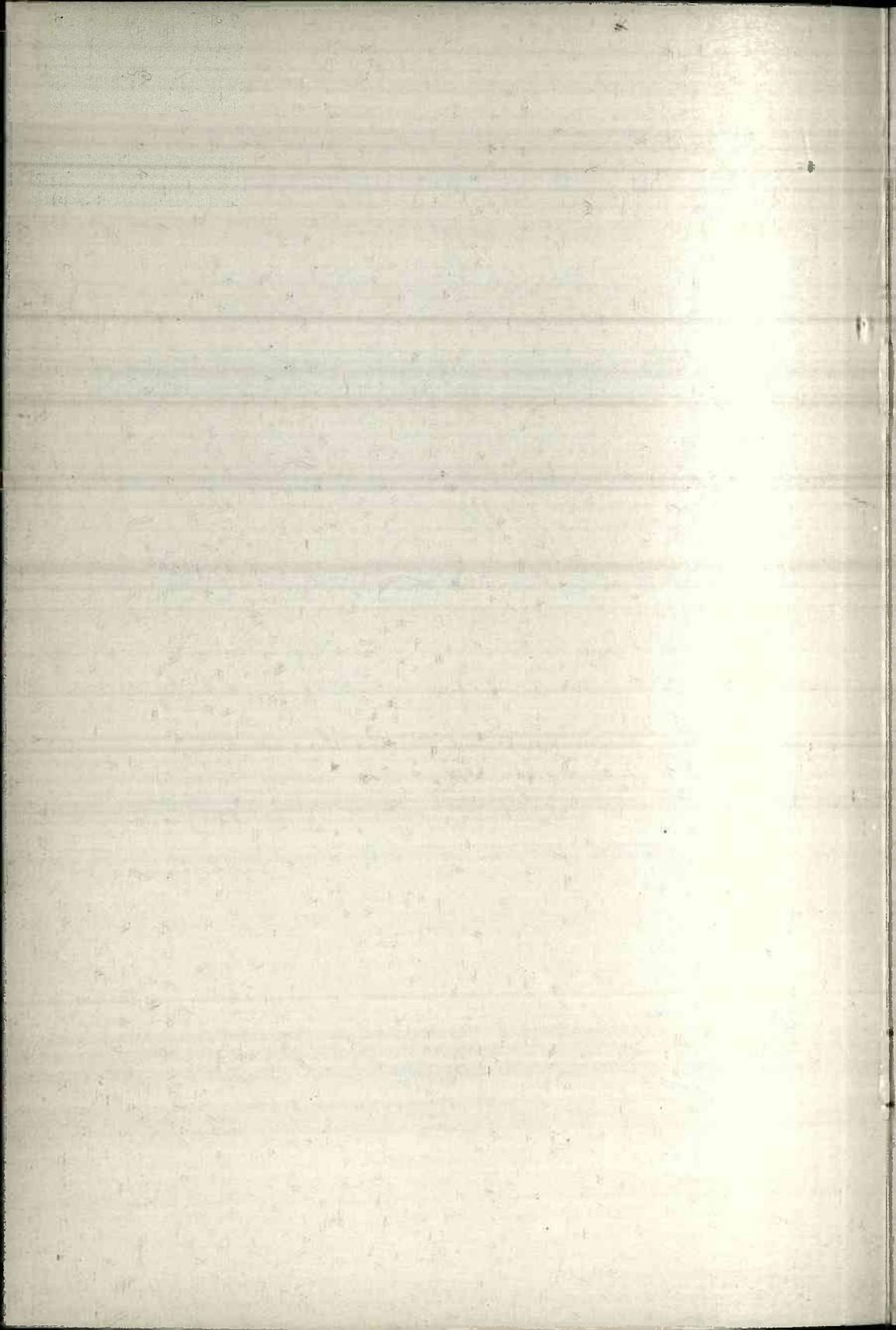
For The

## WABASH VALLEY



**INDIANA ROOM**

The Wabash Valley Interstate Commission



# **REGIONAL PLANNING**

**for the**

# **WABASH VALLEY**

**a committee report of  
the Wabash Valley  
Interstate Commission on its  
purpose, duties and activities**

**The Wabash Valley Interstate Commission  
414-416 Rea Building  
TERRE HAUTE, INDIANA**

April, 1965

Regional planning of the Wabash Valley on a truly comprehensive basis involves the coordination and recognition of the viewpoints and interests reflected by a multitude of local, state, regional and federal organizations, associations and groups. This report represents an effort to identify the agencies and organizations with whom the Wabash Valley Interstate Commission must work and to outline areas of responsibility and concern.



D. C. Pfendler  
Chairman

## **REGIONAL PLANNING FOR THE WABASH VALLEY**

The act creating the Wabash Valley Interstate Commission states that "The Wabash Valley has suffered from a lack of comprehensive planning for the optimal use of its human and natural resources and that under-utilization and inadequate benefits from its potential wealth are likely to continue until there is proper organization to encourage and facilitate coordinated development of the Wabash Valley as a region and to relate its agricultural, industrial, commercial, recreational, transportation, development and other problems to the opportunities in the valley."

### **I The Purpose and Scope of a Comprehensive Survey**

The purpose of a comprehensive development plan is well stated in the act creating the commission: namely, to plan for the optimum use of the human and natural resources of the Wabash Valley. The scope of such a plan is indicated by the statement that the Commission is to be the kind of organization which can encourage and facilitate coordinated development of the Wabash Valley as a region and relate its agricultural, industrial, commercial, recreational, transportation development and other problems to the opportunities in the valley. The responsibility, therefore, is considerably broader than the comprehensive plan now being undertaken by the U. S. Army, Corps of Engineers. The fact that the plan of the Corps of Engineers may include a substantial percentage of the total work to be done in discharging the responsibility of the commission, does not relieve the commission of the duty to see that the total job is accomplished. As a matter of fact, it may very well be that in the areas not touched by the planning of the Corps of Engineers lie some of the keys which are indispensable if certain values are to be preserved or created following the completion of the Engineers' comprehensive planning. It is for this reason that the commission has been given the authority not only to correlate the activities of other agencies but also to contract for the services of both public and private agencies and to engage in original investigation and research on its own account if this is found to be necessary.

### **II The Duty of the Commission**

The initiation of the comprehensive survey by the Corps of Engineers makes it imperative that the Wabash Valley Interstate Commission determine as quickly as possible (a) in terms as definitive as possible, all those things which need to be studied and investigated to produce a comprehensive regional plan, (b) those things which are being investigated under the current study, (c) the means for research and investigation on those items not included in the present study, (d) the mechanism for seeing that all investigations are coordinated in some fashion, (e) its own timetable and outline of procedure in producing a final comprehensive regional master plan into which will be fitted all the investigations it has been able to foster.

### **III What Agencies are Now Involved — What Are They Doing?**

A study of survey plans which have been provided by the Corps of Engineers and by other agencies currently carrying on investigations in

the Wabash Valley reveals the activities listed below:

**U. S. ARMY, CORPS OF ENGINEERS, LOUISVILLE DISTRICT.** The objective of the engineers study is stated to be the formulation of a plan for the optimum development of the **water and related land resources** in the Wabash River Basin resulting in the development of specific project proposals for meeting both long and short term water and related land resource development needs for all purposes. The comprehensive investigation consists of two phases—the first, a collection of basic data, an economic base survey, the determination of the needs of the basin, and an inventory of the basin's water resource development capability; the second phase will consider various methods of improvements, formulate optimum plans to meet needs, and determine projects which are economically feasible and sound from an engineering standpoint. According to materials which have been supplied by the Louisville District, the following specific investigations and analyses will be made:

1. **Water supply—Domestic, municipal, industrial and agricultural.** This study will include a determination of ground water resources and a determination of water needs to support the expected growth of economic activity and increasing standards of living. (to be accomplished by U. S. Public Health Service, Department of Health, Education and Welfare and the U. S. Department of Agriculture)
2. **Water quality control.** This study will include all types of stream pollution. (to be accomplished by the U. S. Public Health Service, Department of Health, Education and Welfare)
3. **Navigation.** This study includes an investigation of the navigation potential from the mouth of the Wabash to Terre Haute.
4. **Hydroelectric power production.** The potential will be studied in all reservoir sites. (to be accomplished by the Federal Power Commission in cooperation with the Atomic Energy Commission)
5. **Flood Control.** In addition to current Corps of Engineers' projects including 90 miles of levees and flood walls, 15 miles of channel improvement, and 8 multiple-purpose reservoirs—either constructed, under construction, or recommended—the following will be studied:
  - a. additional projects including additional reservoirs.
  - b. channel improvements.
  - c. local protection projects of all kinds.
  - d. flood plain zoning.
  - e. regulation measures.
6. **Drainage.** Improvement of drainage and better distribution of flow on the larger streams will be studied. (to be accomplished by the Soil Conservation Service and the Economic Research Service of the U. S. Department of Agriculture)
7. **Watershed protection and management — water retardation.** Coordinated studies will be made to develop a plan for water flow retardation and soil conservation throughout the Wabash

Basin. (to be accomplished by the U. S. Department of Agriculture)

8. **Recreation.** A plan of water-based recreational development will be studied including the recreational utilization of lands which may be required for water resource developments. (to be accomplished by the Bureau of Outdoor Recreation, Department of the Interior)
9. **Fish and wildlife conservation** Short and long range needs for conserving and enhancing this resource will be studied. (to be accomplished by the U. S. Fish and Wildlife Service, Department of the Interior)
10. **Irrigation.** The probable additional demand on water for this purpose will be studied. (to be accomplished by the Soil Conservation Service and the Economic Research Service, U. S. Department of Agriculture)
11. **Economic base survey.** This is an attempt to estimate probable future needs over the next 100 years. It consists of:
  - a. a detailed study of past economic activity of the basin.
  - b. the determination of past growth trends of the various economic indicators.
  - c. projection of Wabash Basin economic indicators into the future. (in cooperation with the Economic Research Service, U. S. Department of Agriculture)

#### U. S. PUBLIC HEALTH SERVICE (See 1 and 2 above)

12. **Municipal and industrial water needs.** Present and estimated future needs will be studied along with water quality control. Rural and agricultural water supplies will not be included. Determinations of gross pollution loads in streams will be made. Estimated requirements for feasible waste removal and efficient treatment to meet water quality goals will be made. These studies will, however, be made only in selected project areas; in other project areas a less detailed study will be made.

#### U. S. FISH AND WILDLIFE SERVICE (See 9 above)

13. **Appraisal of fish and wildlife resources in project areas.** Factors limiting abundance and utilization and bearing on future need will be studied.

#### BUREAU OF OUTDOOR RECREATION (See 8 above)

14. **Appraisal of existing outdoor recreation resources.** Current needs and future demands will be studied.

#### U. S. DEPARTMENT OF AGRICULTURE (See 1, 6, 7, 10 and 11 above)

15. **Upstream small watershed protection projects.** The needs, potentials, and feasibility of these will be studied.
16. **Agricultural and forest production.** Estimates of present and future needs and values will be developed.
17. **Irrigation and drainage.** Future requirements will be developed.

18. **Rural water requirements.** Appraisal will be made of the live-stock, rural, domestic, and forest based industrial water requirements.
19. **Water management and control system—land treatment measures.** Those elements required to satisfy immediate needs and for projects to be recommended for authorization will be studied and identified.
20. **Overall watershed development.** Data and information will be made available.
21. **Forest land treatment needs.** Present and future needs will be studied. Data on production and management levels will be provided. The impact of proposals upon the administration of the national forest will be studied.
22. **Wood processing.** Needs for water supply, waste treatment, and water storage for control of net pollution will be studied in cooperation with other agencies.

#### U. S. BUREAU OF MINES

23. **Mineral resources.** Information will be furnished on all mineral resources within the project area of each reservoir.
24. **Water supply for mineral production.** Information on demands and services of water and estimates of water supply needs for future mineral industry will be made.
25. **Negative reports.** The bureau will present information about its findings regarding project areas which in its opinion have no mineral resources with a significant potential.

#### U. S. GEOLOGICAL SURVEY

26. **Ground water aquifers.** Data will be collected on the geologic framework to show existing or potential demands for water supply in relation to each project. Negative reports will be made where no aquifers are found to exist or where they are of such character as to be unsuitable as alternatives to the reservoirs as a source of water supply.

#### FEDERAL POWER COMMISSION (See 4 above)

27. **Power generation.** The Federal Power Commission will study and examine the possibilities of adding power generation in the project formulation stage of each project selected. Negative reports will be made.

#### DEPARTMENT OF COMMERCE

28. **Population growth trends, transportation media, and economic factors necessary for the base survey.** The Census Bureau and the Undersecretary for Transportation will furnish data on these items.
29. **Geodetic control and mapping.** The Coast and Geodetic Survey will furnish this information.
30. **Meteorological data.** The Weather Bureau will supply this and

data on estimates of rainfall for use in project design and the evaluation of flood warning systems.

31. **Highway planning.** The Bureau of Public Roads will cooperate with state agencies in developing long range plans to minimize possible conflicts of highways locations with potential water resource developments.

#### DEPARTMENT OF INTERIOR (See 8 and 9 above)

32. **Power marketing rates.** These will be determined by the Assistant Secretary for Water and Power. Other tasks to be undertaken by the Department of Interior are listed under the particular agencies of the department.

#### DEPARTMENT OF LABOR

33. **Labor trends, cost, and other data.** These will be supplied by the Bureau of Labor Statistics.

#### THE ATOMIC ENERGY COMMISSION

34. **Nuclear power.** The Atomic Energy Commission will furnish data to The Federal Power Commission on the economic feasibility of nuclear power in comparison with hydroelectric or thermal power together with information on the disposal of wastes from nuclear power and associated manufacturing plants.

#### STATE AGENCIES

35. There are no specific statements available about what projects state agencies will undertake to complement the program of the Corps of Engineers. The Corps, however, anticipates participation by the following state agencies:

ILLINOIS Department of Public Works and Buildings; Department of Registration and Education; Department of Conservation; Department of Agriculture; Department of Mines and Minerals; Department of Public Health.

INDIANA Flood Control and Water Resources Commission; Department of Conservation; Department of Commerce, Agriculture, Industry, and Public Relations; State Board of Health; State Highway Commission; Industrial Board; Legislative Advisory Commission; Public Service Commission; Real Estate Commission; Water Resources Study Commission.

OHIO Several departments of state government will be involved because the Corps of Engineers has responsibilities with respect to the Ohio River Review Study and the Ohio River Basin Regional Economic Base Survey. It is contemplated also that studies relative to the Upper Mississippi River Basin will be coordinated where practicable with the Wabash Basin studies.

#### IV What Additional Agencies and Studies Should be Included?

In a joint meeting of several agencies held at Purdue University in December 1962, concern was expressed that the inclusion of a study of human resources would unduly complicate and probably pro-

long the time necessary for completion of the comprehensive study since this type of work is not within the responsibility of the Corps of Engineers. This statement seems to be predicated on the notion that if human resources are to be surveyed, the Corps of Engineers would do it. Obviously the Corps can undertake only those things which it is competent to undertake and which the law specifies it shall. As we have already pointed out, there are many other things that need to be surveyed to make the planning of the Wabash Basin really comprehensive. Many of these naturally fall outside the scope of the Corps of Engineers or of any other particular agency. For example, other Illinois departments which might be involved are Aeronautics, Labor, and Public Safety. Some of the other commissions or agencies which might be involved are the state Atomic Energy Commission, the American Heritage Commission, Illinois Nature Preserves Commission, the Cities, Villages, and Municipal Problems Commission, the Civil Defense Advisory Council, Community Services Advisory Board, Conservation Advisory Board, the Economic Development Board, Housing Board, Human Relations Commission, Inter-governmental Cooperation Commission, Illinois Legislative Council, Oil and Gas Board, Sanitary Water Board, School Problems Commission, and the Youth Commission. There are many others with responsibilities in the Wabash Valley. If one were to examine all the agencies in Indiana he would find perhaps even a higher proposition that would be involved because so much more of the state of Indiana is included in the Wabash Basin. Also many municipal agencies, particularly those of the City of Indianapolis, would be involved. Determining what these agencies are, what they might do, establishing correspondence with them, and achieving some coordination with a truly comprehensive survey involves more work than can possibly be accomplished by the present staff of the commission.

### **Some Additional Studies and Problems for Consideration.**

1. It is admitted by all that the need for recreational areas is rapidly increasing. Complete advantage should be taken of all water areas to create additional facilities. Can the Corps of Engineers purchase for public use and future development the whole shore line, in sufficient land area depth to allow and protect needed developments—and at the same time give greater protection to the water facility?
2. There should be a navigation impact study of the whole reach of the Wabash, including alternative (or the possibility of both) routes to Lake Michigan and Lake Erie. Though the study by the Corps of Engineers will produce useful information, a study of only a part of the route cannot produce the economic information needed to decide if the whole route is feasible. The two states have provided help on such a study. This should be pressed.
3. Cooperation and perhaps additional legal authority is needed so highway bridges and embankments can be developed where feasible to improve water and further water projects. Similar problems arise out of the relation of highway construction to drainage and soil conservation. In Illinois a joint project on highways and farm drainage resulted in a major publication on the subject.

4. Should there be an investigation of the possibility of establishing scenic areas, parkways and pathways along the Wabash and other rivers in the Valley? Such continuous areas available to hikers and nature lovers, with shelters, fuel and water, would be a major addition to the recreational facilities of the whole midwest.
5. Should the Bureau of Outdoor Recreation be invited to discuss its program with the Commission, to see what its investigation involves with respect to:
  - a. land for all-around recreational purposes.
  - b. the recreational aspects of navigable waters.
  - c. the recreational aspects of stream development.
  - d. non-water based recreation.

## V Residual Needs and Possibilities for Meeting Them

After all agencies, including state and federal, have been exhausted, as it were, to determine what things fall within their responsibilities that could contribute to the development of an over-all plan for the Wabash Basin, there will still remain those considerations which only private and educational institutions are in position to make. For example, how will a proper concern for the historical and archeological wealth of the Basin be expressed? On what basis will judgments be made about the preservation of a historical site versus covering this site with a flood control project? Will the planning for recreational, fish, and wildlife development take into account the preservation of rare species or of indigenous areas of timber or other growth. Some say that the only prairie grass left in Illinois is along the railroad tracks—and this is by happenstance, not by plan. There are many private organizations that could be involved—state historical societies, wildlife organizations, and nature groups, for example. Universities and colleges concerned with the basin offer a wealth of possibilities since many of these institutions have been involved in the development of the Wabash Basin, some quite materially. There should be some deliberate mechanism as an integral part of the survey to enlist their planning and to get from them such contributions from research and exploration as they are willing to make. This, likewise, implies staff work on the part of the commission. It should also be pointed out that the Corps of Engineers works on a project basis within the Wabash Valley. Who, then, will do the studies and make the investigations necessary between project areas so the whole valley gets covered?

## VI What Coordinating Bodies Are Now Functioning?

**Water Resources Council.** This has not been formalized but would operate at the federal level. It would include Secretaries of Agriculture, Army, Health, Education and Welfare, and Interior. Though the Secretaries involved have not been constituted a Water Resources Council, they have, nevertheless, issued a major Policy document on standards and procedures in the formulation, evaluation, and review of plans for the use and development of water and related land resources. This document should be carefully studied in connection with the staff work involved in determining what other agencies could be brought in, how educational institutions can be used, and other considerations essential to laying the groundwork for a full-scale regional plan.

**The Federal Representative.** The federal representative to the Wabash Valley Interstate Commission is in position to serve as effective liaison between the commission and the federal government. Useful service of this kind has been rendered by the federal representative; more will be implied as the comprehensive plan develops.

**The Advisory Group or Committee.** This consists of the governors of the two states, The District Engineer, Corps of Engineers, and a representative of the Wabash Valley Interstate Commission. It operates at the policy level and is in position to do much with respect to bringing in other state agencies and seeing that the resources of both states are applied to the development of the comprehensive regional plan for the valley. Likewise, it can give policy guidance to federal and other agencies currently engaged.

**A Coordinating Committee.** This committee operates close to the working level and consists of representatives from each cooperating federal agency, including the Corps of Engineers, and from each of the states—Indiana, Illinois, and Ohio—and includes the executive director of the Wabash Valley Interstate Commission.

**The Wabash Valley Interstate Commission.** The commission itself was established for the express purpose of coordinating the whole program of development and planning within the Wabash Basin. Its role will be discussed in the final section of our report.

## VII What Our Commission Should Do to Meet Its Responsibility

Some of the responsibilities of the commission have been suggested earlier in this report. These were:

1. a detailed study of the tasks being undertaken by agencies presently committed. Our report has attempted to develop this but it is by no means complete.
2. a complete survey of both federal and state agencies not involved to see what functions they might perform that are related to activities under way or to activities which are not currently included in the plan.
3. a survey of private agencies and organizations to see which ones might appropriately contribute to the development of a regional plan and which ones would be interested in contributing.
4. plan to utilize universities and colleges concerned with the basin along the lines suggested more than a year ago when there was a proposal for the commission to investigate the establishment of an interuniversity advisory committee. This memorandum has again been transmitted to the secretary in the hope that it can be on the agenda for an early meeting of our commission.
5. a detailed study of the document prepared by the four secretaries—"Policies, Standards, and Procedures, in the Formulation, Evaluation, and Review of Plans for Use and Development of Water and Related Land Resources" so that sounder judgments can be made about what is under way, what current

agencies can do, and what additional agencies are needed. For example, this document, under the objective of preservation, states some of the things about which the commission is concerned. There is reference to proper stewardship in the long term interest of the nation's natural bounty, including as objectives, the preservation of open space—green space and wild areas—of rivers, lakes, beaches, mountains, and related land areas, preservation of areas of unique natural beauty, historical and scientific interest, and those natural elements which have to do mainly with the inspiration, enjoyment, and education of people. The extent to which these objectives are translated into action by the agencies involved should be a point of inquiry for the commission. A digest of this document is attached as an appendix.

In a document transmitted to the commission by the chairman of your subcommittee in February 1963 entitled "Legal Provisions for Cooperation Among State Agencies Concerned with River Basin Development and for Assistance to Local Agencies—Illinois and Indiana," are some additional suggestions about responsibilities of the commission. These will be repeated as additions to the above.

6. establish contact with the Illinois Commission on Intergovernmental Cooperation and the Indiana Commission on Interstate Cooperation and discuss future needs for cooperation between the two states as regards the Wabash Valley.
7. keep a current file of the annual reports of the agencies in both states concerned with the valley and study these for ideas about making programs more pertinent to the valley.
8. establish contact with the advisory committees of the major agencies involved and apprise them of the feelings of the commission about needed programs.
9. from time to time invite the directors or heads of agencies concerned to attend meetings of the commission and discuss their policies and programs.
10. using the statement of agency responsibility in watershed development prepared by the executive director as a basis, ask the governors if they would be willing to circulate a memorandum to all agencies in their respective states calling attention to the responsibilities of specific agencies and asking that they cooperate to the fullest extent in making their resources available for work in the valley.
11. recommend to the governors the consideration of a general state committee or body which could serve as a channeling medium through which commission requests might be handled and appropriate agencies informed.

Your subcommittee would like to add these additional recommendations:

12. establish a technical advisory committee along the lines suggested by the law and to meet the purpose of the law. It is significant that under the heading of "Advice and Cooperation,"

the law provided for this committee even before the functions of the commission were spelled out. The wording of the law makes it evident that all agencies with any concern shall have a member on the technical advisory committee unless that agency is represented by a member on the commission itself. Also, under the law, the commission is supposed to develop in its bylaws procedures for the functioning of the committee.

13. establish an advisory committee of private citizens and representatives of private organizations. This could become an important adjunct to the commission and could complement the groups now operating in the governmental sphere.
14. commence preparing and circulating a monthly, bimonthly, or perhaps even a trimonthly planning and progress newsletter with some standard headings which indicate agencies involved and what has happened since the last newsletter with respect to each agency. If nothing has happened, this can be stated. If nothing new has been started, then everyone will know about it. If progress has been made on an established project, this will also be known. Such a newsletter with an appropriate mailing list could keep everybody informed and would let agencies know when they need to make contact with another agency.

Your subcommittee is willing to develop in more detail those parts of this report which you feel should be more explicit and complete—but one of the aims of our report is to show the need for additional staffing and activity and for the creation of additional advisory bodies so the commission can engage more realistically and in greater depth in the preparation of a master plan for the Wabash Basin.

Subcommittee:

Dr. Delyte Morris  
Mr. Wisher Myers  
Professor H. W. Hannah, Chairman

April, 1965



